

## 10. FEDERAL EMPLOYMENT

This section provides data on civilian and military employment, as well as personnel compensation and benefits, in the Executive Branch, the Legislative Branch and the Judiciary. A comparison of Federal employment levels, State and local government employment, and the United States population appears in the Historical Tables. Additional tables on civilian employment reductions in Executive Branch agencies appears in the Budget volume.

### **Total Federal Employment in the Executive Branch**

Civilian employment in the Executive Branch is measured on the basis of full-time equivalents (FTEs). One FTE is equal to one work year or 2,080 non-over-time hours. Put simply, one full-time employee counts as one FTE, and two half-time employees also count as one FTE.

The Federal Workforce Restructuring Act (FWRA) of 1994 (P.L. 103-226) was enacted March 30, 1994. The Act provided agencies with authority to offer voluntary separation incentive payments ("VSIPs" or "buyouts") to aid in their downsizing and restructuring activities and established FTE limitations ("ceilings") for the Executive Branch through 1999. The 1997 budget continues the implementation of the reductions pursuant to the Act. The limitations established by the Act are as follows:

1994-2,084,600  
1995-2,043,300  
1996-2,003,300  
1997-1,963,300  
1998-1,922,300  
1999-1,882,300

The starting point used to calculate FTE reductions required by the FWRA is called the 1993 base—the estimate of FTEs for 1993 made in January of that year. As shown in Table 10-1, a total reduction of 244,700 FTEs or 11.3 percent from the 1993 base is anticipated in 1997. The budgeted 1997 FTE level of 1,904,600 (subject to ceiling) is more than 58,000 FTEs lower than the limitation required by law.

Allocations of FTE resources by agency are made based upon Presidential priorities and other factors. Thus, while many of the agencies in Table 10-1 show FTE reductions from 1993-1997, some agencies, such as the Department of Justice and the Federal Emergency Management Agency, show an increase in FTEs.

### **Total Federal Employment Levels**

The tables that follow show total Federal employment in all branches of Government, as well as the U.S. Postal Service, Postal Rate Commission, and active duty uniformed military personnel. Table 10-2 displays total Federal employment as measured by actual positions filled at the end of the fiscal year. Table 10-3 shows total Federal employment as measured on an FTE basis.

### **Personnel Compensation and Benefits**

Table 10-4 displays personnel compensation and benefits for all branches of Government, as well as for military personnel.

Direct compensation of the Federal work force includes base pay and premium pay, such as overtime. In addition, it includes other cash components, such as geographic pay differentials (i.e., locality pay, interim geographic adjustments, special pay adjustments for law enforcement officers), recruitment and relocation bonuses, retention allowances, performance awards, and cost-of-living and overseas allowances.

In the case of military personnel, compensation includes basic pay, special and incentive pay (including enlistment and reenlistment bonuses), and allowances for clothing, housing, and subsistence.

Related compensation in the form of personnel benefits for current and former personnel consists primarily of the Government's share (as an employer) of health insurance, life insurance, old age survivors' disability and health insurance, and payments to the Department of Defense's Military Retirement Fund, the Civil Service Retirement and Disability Fund, and the Federal Employees Retirement System to finance future retirement benefits.

Table 10-1. FEDERAL EMPLOYMENT IN THE EXECUTIVE BRANCH

(Civilian employment as measured by Full-Time Equivalents, in thousands)

Agency	1993 Base	Actual			Estimate		Change: 1993 base to 1997	
		1993	1994	1995	1996	1997	FTE's	Percent
Cabinet agencies:								
Agriculture .....	115.6	114.4	109.8	103.8	105.5	104.6	-11.1	-9.5%
Commerce .....	36.7	36.1	36.0	35.3	35.2	35.5	-1.2	-3.3%
Defense—military functions .....	931.3	931.8	868.3	821.7	800.0	767.4	-163.9	-17.6%
Education .....	5.0	4.9	4.8	4.8	4.8	4.6	-0.4	-8.1%
Energy .....	20.6	20.3	19.8	19.7	19.7	18.5	-2.1	-10.3%
Health and Human Services <sup>1 2</sup> .....	64.5	65.6	62.4	59.0	58.5	58.9	-5.6	-8.6%
Health and Human Services, exempt FTEs .....	0.5	0.5	0.5	0.3	0.3	0.3	-0.1	-28.7%
Social Security Administration <sup>2</sup> .....	65.4	64.8	64.5	64.6	64.8	64.8	-0.6	-0.9%
Housing and Urban Development .....	13.6	13.3	13.1	12.1	11.9	11.4	-2.2	-16.4%
Interior .....	79.3	78.1	76.3	72.0	70.5	72.2	-7.2	-9.0%
Justice .....	99.4	95.4	95.3	97.9	106.3	112.5	13.1	13.1%
Labor .....	18.3	18.0	17.5	16.8	16.7	17.1	-1.3	-6.8%
State .....	26.0	25.6	25.2	23.9	23.7	23.5	-2.5	-9.7%
Transportation .....	70.3	69.1	66.4	63.2	63.9	63.9	-6.5	-9.1%
Treasury .....	166.1	161.1	157.3	157.5	153.3	156.8	-9.3	-5.6%
Veterans Affairs <sup>1</sup> .....	227.0	229.1	227.8	223.1	218.2	217.3	-9.7	-4.2%
Veterans Affairs, exempt FTEs .....	5.4	5.1	5.3	5.4	5.5	5.5	0.2	3.3%
Other agencies (excluding Postal Service):								
Agency for International Development <sup>1</sup> .....	4.4	4.1	3.9	3.6	3.4	3.1	-1.3	-29.2%
Agency for International Development, exempt FTEs .....	.....	.....	*	*	*	*	.....	.....
Corps of Engineers .....	29.2	28.4	27.9	27.7	27.6	27.2	-2.0	-6.8%
Environmental Protection Agency .....	18.6	17.9	17.6	17.5	18.1	18.0	-0.6	-3.3%
Equal Employment Opportunity Commission .....	2.9	2.8	2.8	2.8	2.8	3.0	0.2	5.8%
Federal Emergency Management Agency .....	2.7	4.0	4.9	4.6	3.9	4.0	1.2	43.8%
Federal Deposit Insurance Corp./Resolution Trust Corp. ....	21.6	21.9	20.0	15.7	12.8	9.2	-12.3	-57.1%
General Services Administration .....	20.6	20.2	19.5	17.0	16.2	14.8	-5.9	-28.4%
National Aeronautics and Space Administration .....	25.7	24.9	23.9	22.4	21.8	21.2	-4.5	-17.5%
National Archives and Records Administration .....	2.8	2.6	2.6	2.4	2.5	2.5	-0.2	-8.5%
National Labor Relations Board .....	2.1	2.1	2.1	2.0	2.0	2.0	-0.1	-4.8%
National Science Foundation .....	1.3	1.2	1.2	1.2	1.3	1.3	-0.1	-6.2%
Nuclear Regulatory Commission .....	3.4	3.4	3.3	3.2	3.2	3.1	-0.3	-8.3%
Office of Personnel Management .....	6.2	5.9	5.3	4.2	4.0	3.6	-2.7	-42.7%
Panama Canal Commission .....	8.7	8.5	8.5	8.8	9.0	9.1	0.4	4.8%
Peace Corps .....	1.3	1.2	1.2	1.2	1.2	1.2	-0.1	-3.4%
Railroad Retirement Board .....	1.9	1.8	1.7	1.6	1.5	1.4	-0.4	-24.0%
Securities and Exchange Commission .....	2.7	2.7	2.7	2.7	2.8	2.8	-0.1	-2.2%
Small Business Administration .....	4.0	5.6	6.3	5.7	4.3	4.2	0.2	5.2%
Smithsonian Institution .....	5.9	5.5	5.4	5.3	5.3	5.3	-0.6	-10.4%
Tennessee Valley Authority .....	19.1	17.3	18.6	16.7	16.4	16.4	-2.7	-14.1%
United States Information Agency .....	8.7	8.3	8.1	7.7	7.3	7.1	-1.6	-18.6%
All other small agencies .....	16.1	15.4	15.0	15.1	14.8	14.8	-1.3	-8.3%
Allowance for welfare reform <sup>3</sup> .....	.....	.....	.....	.....	.....	0.5	0.5	100.0%
<b>Total, Executive Branch civilian employment .....</b>	<b>2,155.2</b>	<b>2,138.8</b>	<b>2,052.7</b>	<b>1,970.2</b>	<b>1,940.8</b>	<b>1,910.5</b>	<b>-244.7</b>	<b>-11.3%</b>
Total, Defense .....	931.3	931.8	868.3	821.7	800.0	767.4	-163.9	-17.6%
Total, Non-Defense .....	1,223.9	1,207.1	1,184.4	1,148.4	1,140.8	1,143.1	-80.8	-6.3%
FTEs exempt from Ceiling .....	.....	.....	5.8	5.7	5.9	5.9	.....	.....
Total, Executive Branch subject to Ceiling .....	.....	.....	2,047.0	1,964.4	1,934.9	1,904.6	.....	.....
FTE Ceiling <sup>4</sup> .....	.....	.....	2,084.6	2,043.3	2,003.3	1,963.3	.....	.....
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Total FTE reduction from the 1993 base .....	.....	-16.4	-102.5	-185.0	-214.4	-244.7	.....	.....

<sup>1</sup> Less than 50 FTEs.<sup>2</sup> The Departments of Health and Human Services, Veterans Affairs, and the Agency for International Development have components that are exempt from FTE controls.<sup>3</sup> The Social Security Administration became a separate agency, no longer part of Health and Human Services, on March 31, 1995.<sup>4</sup> This allowance is for an estimated 500 FTEs for the Social Security Administration to conduct additional continuing disability reviews.<sup>5</sup> FTE limitations are set for the Executive Branch in the Federal Workforce Restructuring Act of 1994 (P.L. 103-226).

Table 10-2. TOTAL FEDERAL EMPLOYMENT

(As measured by total positions filled)

Description	Actual as of September 30			Change: 1993 to 1995	
	1993	1994	1995	Positions	Percent
Executive branch civilian employment:					
All agencies except Postal Service and Postal Rate Commission:					
Full-time permanent .....	1,892,290	1,831,671	1,767,460	-124,830	-6.6%
Other than full-time permanent <sup>1</sup> .....	264,500	253,767	244,463	-20,037	-7.6%
Subtotal .....	2,156,790	2,085,438	2,011,923	-144,867	-6.7%
Postal Service: <sup>2</sup>					
Full-time permanent .....	623,088	634,878	647,269	24,181	3.9%
Other than full-time permanent .....	167,252	187,876	198,179	30,927	18.5%
Subtotal .....	790,340	822,754	845,448	55,108	7.0%
Subtotal, executive branch civilian employment .....	2,947,130	2,908,192	2,857,371	-89,759	-3.0%
Military personnel on active duty: <sup>3</sup>					
Department of Defense .....	1,705,103	1,610,490	1,518,224	-186,879	-11.0%
Department of Transportation (Coast Guard) .....	39,234	37,474	36,731	-2,503	-6.4%
Subtotal, military personnel .....	1,744,337	1,647,964	1,554,955	-189,382	-10.9%
Subtotal, Executive Branch .....	4,691,467	4,556,156	4,412,326	-279,141	-5.9%
Legislative branch:					
Full-time permanent .....	16,460	15,066	14,603	-1,857	-11.3%
Other than full-time permanent .....	21,798	20,291	18,764	-3,034	-13.9%
Subtotal, Legislative Branch .....	38,258	35,357	33,367	-4,891	-12.8%
Judicial Branch:					
Full-time permanent .....	25,900	25,907	26,555	655	2.5%
Other than full-time permanent .....	2,220	2,128	2,438	218	9.8%
Subtotal, Judicial Branch .....	28,120	28,035	28,993	873	3.1%
Grand total .....	4,757,845	4,619,548	4,474,686	-283,159	-6.0%
<b>ADDENDUM</b>					
Executive branch civilian personnel (excluding Postal Service):					
DOD-Military functions <sup>4</sup> .....	890,628	850,137	831,806	-58,822	-6.6%
All other executive branch .....	1,266,162	1,235,301	1,208,101	-58,061	-4.6%
Total <sup>5</sup> .....	2,156,790	2,085,438	2,039,907	-116,883	-5.4%

<sup>1</sup> Includes Summer Aides, Stay-in-school, Junior Fellowship, Worker-Trainee Opportunity Program, formerly exempt from employment controls.<sup>2</sup> Includes Postal Rate Commission.<sup>3</sup> Excludes reserve components.<sup>4</sup> Excludes Defense Intelligence Agency.<sup>5</sup> Includes disadvantaged youth programs.

**Table 10-3. TOTAL FEDERAL EMPLOYMENT**

(As measured by Full-Time Equivalents)

Description	1995 actual	Estimate		Change: 1995 to 1997	
		1996	1997	FTE's	Percent
Executive branch civilian personnel:					
All agencies except Postal Service and Defense .....	1,148,441	1,140,787	1,143,119	-5,322	-0.5%
Defense-Military functions (civilians) .....	821,739	800,008	767,417	-54,322	-6.6%
Subtotal, excluding Postal Service .....	1,970,180	1,940,795	1,910,536	-59,644	-3.0%
Postal Service <sup>1</sup> .....	806,243	822,885	835,084	28,841	3.6%
Subtotal, Executive Branch civilian personnel .....	2,776,423	2,763,680	2,745,620	-30,803	-1.1%
Executive branch uniformed personnel: <sup>2</sup>					
Department of Defense .....	1,564,393	1,499,785	1,468,995	-95,398	-6.1%
Department of Transportation (Coast Guard) .....	37,311	37,297	36,746	-565	-1.5%
Subtotal, uniformed military personnel .....	1,601,704	1,537,082	1,505,741	-95,963	-6.0%
Subtotal, Executive Branch .....	4,378,127	4,300,762	4,251,361	-126,766	-2.9%
Legislative Branch: <sup>3</sup> Total FTE .....	33,456	32,543	32,218	-1,238	-3.7%
Judicial branch: Total FTE .....	27,903	29,724	31,071	3,168	11.4%
<b>Grand total</b> .....	<b>4,439,486</b>	<b>4,363,029</b>	<b>4,314,650</b>	<b>-124,836</b>	<b>-2.8%</b>

<sup>1</sup> Includes Postal Rate Commission.<sup>2</sup> Military personnel on active duty. Excludes reserve components. Data shown are average strength.<sup>3</sup> Actual 1995 FTE data not available for legislative branch. Data shown are estimates.

TABLE 10-4. PERSONNEL COMPENSATION AND BENEFITS

(In millions of dollars)

Description	1995 actual	Estimate		Change: 1995 to 1997	
		1996	1997	Dollars	Percent
Civilian personnel costs:					
Executive Branch (excluding Postal Service):					
Direct compensation:					
DOD—military functions .....	32,919	33,230	32,872	-47	-0.1%
All other executive branch .....	51,309	52,653	54,196	2,887	5.6%
Subtotal, direct compensation .....	84,228	85,883	87,068	2,840	3.4%
Personnel benefits:					
DOD—military functions .....	7,175	7,209	7,207	32	0.4%
All other executive branch <sup>1</sup> .....	19,774	20,269	21,121	1,347	6.8%
Subtotal, personnel benefits .....	26,949	27,478	28,328	1,379	5.1%
Subtotal, executive branch .....	111,177	113,361	115,396	4,219	3.8%
Postal Service:					
Direct compensation .....	32,157	33,126	34,643	2,486	7.7%
Personnel benefits .....	8,632	9,593	10,020	1,388	16.1%
Subtotal .....	40,789	42,719	44,663	3,874	9.5%
Legislative Branch: <sup>2</sup>					
Direct compensation .....	777	744	759	-18	-2.3%
Personnel benefits .....	148	149	152	4	2.7%
Subtotal .....	925	893	911	-14	-1.5%
Judicial Branch:					
Direct compensation .....	1,335	1,512	1,613	278	20.8%
Personnel benefits .....	319	361	394	75	23.5%
Subtotal .....	1,654	1,873	2,007	353	21.3%
Total, civilian personnel costs .....	154,545	158,846	162,977	8,432	5.5%
Military personnel costs:					
DOD—Military Functions:					
Direct compensation .....	49,770	48,728	48,403	-1,367	-2.7%
Personnel benefits .....	19,583	18,112	18,329	-1,254	-6.4%
Subtotal .....	69,353	66,840	66,732	-2,621	-3.8%
All other executive branch, uniformed personnel:					
Direct compensation .....	1,162	1,160	1,174	12	1.0%
Personnel benefits .....	110	110	113	3	2.7%
Subtotal .....	1,272	1,270	1,287	15	1.2%
Total, military personnel costs <sup>3</sup> .....	70,625	68,110	68,019	-2,606	-3.7%
Grand total, personnel costs .....	225,170	226,956	230,996	5,826	2.6%
<b>ADDENDUM</b>					
Former Civilian Personnel:					
Retired pay for former personnel .....	39,224	40,549	42,482	3,258	8.3%
Government payment for Annuitants:					
Employee health benefits .....	3,813	3,910	4,187	374	9.8%
Employee life insurance .....	22	28	33	11	50.0%
Total Former Civilian Personnel .....	43,059	44,487	46,702	3,643	8.5%
Former Military personnel:					
Retired pay for former personnel .....	29,143	29,087	30,297	1,154	4.0%

<sup>1</sup> In addition to the employing agency's contribution to the costs of life and health insurance, retirement and Medicare Hospital insurance, this amount includes transfers from general revenues to amortize the effects of general pay increases on Federal retirement systems for employees in the Legislative and Judicial Branches as well as employees (non-Postal) in the Executive Branch and to amortize supplemental liabilities under FERS. The transfers amounted to \$7,488 million in 1995 and are estimated to be \$7,717 million in 1996 and \$7,989 million in 1997.

<sup>2</sup> Excludes members and officers of Congress.

<sup>3</sup> Excludes reserve components.